

**EPA Alaska Operations Office
Indian Environmental General Assistance Program**

IGAP SUMMARY

October 2006

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General Summary Information

1. What is the central goal of the IGAP Program?

IGAP is a National program, and activities eligible for funding under this program are those for planning, development and establishment of Tribal capability to implement environmental protection programs.

In 2001, Congress changed the statute to allow for solid and hazardous waste implementation for several reasons: in response to Tribes advocating for the development of a more flexible program to support implementation needs, to assist Tribes in strengthening their management abilities, which could in turn strengthen tribal sovereignty, to fill a void in this area, and to remedy the difficulty of sustaining Tribal programs. Any effort to modify or cut back on that flexibility would require Congressional action: a much more difficult task than trying to make administrative changes within the Agency. EPA has thus re-configured its American Indian Program (AIEO) to address a variety of issues under the GAP program.

Although such activities are now allowable, they are approved on a case-by-case basis during the application process. The Agency will assess what steps a Tribe has taken to prepare for the actual implementation activities it is proposing in the GAP work plan. It is critical that the implementation activities are a component of a solid waste program, and capacity building, and that program development and planning have taken place prior to any implementation occurring.

2. Which Entities Have Been the Recipients of GAP Funds in Alaska?

Tribal governments and Inter-Tribal Consortia

Approximately 201 Tribal governments in Region 10 (AK, ID, WA, OR), and about 175 out of 229 Federally-recognized Alaska Tribes are currently receiving IGAP Funds

Average amount per Tribe in 2003 has risen from \$75, 000 to reach the national average amount. Amount funded per award is approximately \$110,000.

Fiscal Year	R10 GAP Allocation	Alaska Allocation	# Alaska Tribes Funded	# Alaska Regional Non-Profits & Consortia
1998	\$13.4 M	\$8.2 M	60	16
2005	\$34 M	\$22.6 M	139	13
2006	\$24.7 M	\$20 M	145	13

How has IGAP Funding Been Used by Tribes in Alaska?

The primary purpose of the GAP is to support the development of a core Tribal environmental protection program. In order to achieve this goal, the Alaskan Tribal governments, with EPA's assistance, typically complete the following tasks:

- ☐ Establish an Environmental Office (hire & train staff, purchase office equipment, etc.).
- ☐ Conduct an administrative review of Tribal programs (policies and procedures, accounting services, auditing, etc.) to ensure compliance with Federal regulations and circulars. Establish the administrative, legal, technical and enforcement capability of the Tribe to develop and operate a Tribal environmental program.
- ☐ Conduct a locally-based environmental assessment to identify all potential environmental issues. Identify baseline environmental needs in order to build capacity to administer an environmental program or develop a Tribal environmental program that is tailored to individual Tribal needs.
- ☐ Prioritize environmental concerns and develop a Tribal Environmental Plan (strategic plan to addressing problems).
- ☐ Acquire training in environmental program priority areas (water, air, waste, pollution prevention, alternative energy, etc.).
- ☐ Conduct education & outreach to inform community members and elected officials about environmental concerns and ways to address them (through newsletters, presentations, in-school activities, etc.).
- ☐ Foster compliance with federal environmental statutes and develop partnerships with EPA and ADEC.

- ☐ Establish a Tribal communications capability to work with Federal, State, Local, Tribal and other environmental officials.
- ☐ Provides an important source of multi-media funding to Alaska Tribes, who are often ineligible for other EPA programmatic funds available to Tribes in the Lower 48. The GAP program has often been referred to as a “springboard” for further Tribal program development.
- ☐ Allows other Federal Agencies to have a key “point of contact” for emergency response programs, investigations, technical requests, and environmental clean ups.
- ☐ *Some examples include:* EPA relied heavily on Tazlina Council members and GAP staff input for NEPA/EIS process; Joint Pipeline Office worked with GAP staff along the Yukon River in Steven’s Village on Emergency Response effort; ADEC has relied on the expertise that Tribes have built using GAP for their water quality monitoring project, EMAP.
- ☐ Maintaining a critical statewide Tribal network for information sharing and capacity building.

What Types of Activities Can Grantees Do with IGAP Grants?

The purpose of GAP is to assist Tribes in building the basic infrastructure of a Tribal environmental program, which may include planning, developing, and establishing the administrative, technical, legal, enforcement, communications, and environmental education and outreach infrastructure. Planning an environmental protection program may include setting goals and designing a program approach. Developing an environmental protection program may include progressing from plans on paper to actions that help establish the program. Establishing an environmental protection program may include working out the glitches of the development phase, performing a “test drive” of the program, and making the program secure or firm.

This is a partial list of the activities that have been accomplished with GAP funds.

- ☐ Develop an administrative system (accounting, policies and procedures, training for administrative staff in grants management, etc.)
- ☐ Develop technical capability to manage environmental programs including:
 - ☐ Identify and perform a baseline assessment of non-mobile and mobile sources of pollution;
 - ☐ Develop quality assurance and quality control systems for data collection;
 - ☐ Develop adequate sampling and laboratory capabilities;
 - ☐ Develop computer systems and provide Internet service;
 - Develop qualifications and training needs for environmental management personnel relative to the Tribe’s program needs
 - Develop an environmental emergency response system

- ☐ Develop integrated approaches to environmental protection
- ☐ Develop the legal infrastructure (codes, regulations, ordinances and standards, and policies and guidance) to implement environmental protection programs.
- ☐ Develop a communications plan to include communications with:
 - ☐ Tribal executives to assure knowledge of and responsiveness to program needs (technical, administrative, and legal);
 - ☐ The regulated community to assure knowledge of and responsiveness to regulatory requirements;
 - ☐ Inter-governmental communications with regard to coordination for issues of mutual interest and possibilities for cooperative efforts; and
 - ☐ The community to assure knowledge of, need for, and compliance or cooperation with the implementation of various environmental protection programs.
- ☐ Develop materials, information and plans for environmental education/public outreach programs for community members (including Tribal leaders, business and civic organizations).
- ☐ Identify multi-jurisdictional opportunities including:
 - feasibility for intergovernmental (Tribal, Federal, State, Local) cooperative efforts; and planning for and development of cooperative arrangements and plans with intergovernmental agencies and other public organizations.
 - Maintaining a critical statewide Tribal network for information sharing and capacity building.

What is the Process for Awarding GAP Grants?

EPA IGAP Application Process for All Alaska GAP Grants

Request for Proposals & Receiving

1. Request For Proposals distributed (October 2006 one year prior of funding distribution)
2. Applications due (late December 2006)
3. Revision requests and negotiation of workplans and budgets (January -March 2007)
4. Awards (October 1, 2007)

What are the IGAP Success Stories in Alaska?

The IGAP Program increases a communities' ability to meet their environmental needs. One of the biggest challenges of the IGAP program has been evaluating the benefits of the program and accomplishments of Alaska Tribal governments. Some changes are incremental and subtle, such as staff hire, training, and environmental planning. Some changes are more stark, such as clean up of an open dump, back haul of abandoned vehicles, batteries, and recyclables. It is difficult for Tribes to find funds for maintenance. Tribes have done waste stream analysis, tracked costs to operate, and established fee systems through IGAP. The funds have been used to fund recycling coordinators and part time landfill operators.

Indian Environmental General Assistance Program Internet Resources

EPA Region 10 - Tribal Office

www.epa.gov/r10earth (Select "tribes")

EPA American Indian Environmental Office

www.epa.gov/indian

IGAP Guidance and IGAP Overview Information

www.epa.gov/indian (Select Laws, Regs, & Guidance)

Selection of Alaska Tribal Government and Organizational IGAP Websites

Central Council of Tlingit and Haida - Statewide Solid Waste Website

<http://www.ccthita-swan.org/main/index.cfm>

Council of Athabascan Tribal Governments - Natural Resources Department

<http://www.catg.org>

Native Village of Tanacross - Environmental

<http://www.alaskanativeresources.com>

Tanana Chiefs Conference - Office of Environmental Health

http://www.tananachiefs.org/health/environmental_health.html

Solid and hazardous waste implementation activities have become a central component of tribal government priorities under IGAP. Approximately \$8 million of Alaska GAP funds per year is being spent on such activities, and a majority of Tribes include these components into their project plans. Below is a short list of some examples of these activities currently being undertaken by Alaska Tribes.

ACTIVITY	REASON FOR APPROVAL OF SW/HW ACTIVITY
Cleanup and Closure of Open Dumps Provide education on recycling and proper waste disposal. Hire summer youth workers to pick up scattered trash in the community.	This task would require more detail if we were to approve it, because the task could be a potentially huge undertaking, and GAP funds are limited. For example, if the activity included tasks such as “providing education on recycling and proper waste disposal, and hiring summer youth workers to pick up scattered trash in the community,” it would be allowable. However, if the Tribe was proposing that GAP pay for renting heavy equipment to removal of abandoned vehicles, developing a site closure plan, pay for engineering and surveying, purchase of gravel and topsoil, cover, grade and compact old dump site, etc, it could cost in excess of \$500,000, which GAP cannot cover. We would suggest researching additional funding sources (Open Dump Clean up grants).
Construction of Recycling Center/Transfer Station	This is allowable because the activity could involve a feasibility study for transfer station and recycling center development. It also involves planning and construction of a transfer station. It requires National EPA approval since it includes facility “construction” per EPA policy.

Construction of solid waste burner and hazardous waste disposal site	This activity is allowable as a direct implementation activity, but also requires National EPA approval since it includes facility “construction” per EPA policy.
Conversions of old fish cannery tanks or retort cookers into a burn box for the new landfill	This activity can be classified as work to establish (convert) items for use as solid waste burners and is considered solid waste implementation, therefore being allowed under the GAP regulations.
Fishing totes will be purchased to collect and back haul used lead acid batteries	This appears to be the purchase of equipment/supplies and is allowable.
Household Waste Cleanups	Allowable, and may include sponsoring hazardous and solid waste disposal days, provide oil recycling equipment, place various recycling bins throughout communities, extend transfer station hours, remove abandoned cars, and organize a community cleanup day.
Litter patrol around the village before the snow flies. Continue with water sampling	“litter patrol” is a direct implementation activity for removal/management of solid waste and therefore allowable under IGAP. “Water sampling” activity is allowable so long as the applications established that it is for baseline assessment purposes (and not for continued sampling which would be a direct implementation Water program activity that is not allowed under GAP).
Village clean up; emergency spill response group organization and drill practice with City	The “village cleanup” activity is direct implementation of solid waste management. However, use of funding for spill response (hazardous waste) may be an activity that is funded under other Superfund appropriations funding and should be researched. Legal clarification may be needed for this activity to clarify that it is for “community education drills for outreach and planning purposes.

<p>Work with DEC to transport Hazardous waste</p>	<p>This activity, as with all “hazardous waste” activities, requires additional research as to the activity and whether it can be funded under GAP. Several Tribes are undertaking similar activities.</p>
<p>Oil Collection, Recycling of Solid Waste and Household Hazardous Waste</p>	<p>This is allowable, because the activities may involve conducting a waste stream analysis & recycling plan; establishing composting center, developing a tribal recycling center , setting up a recycling program for yard waste, cardboard, aluminum, and purchasing equipment and bins. It may also include assisting, planning, conducting bi-annual household hazardous waste collection event.</p>
<p>Plastics, scrap metals, used batteries, old vehicles, appliances, solid wastes, and hazardous wastes will all be disposed of properly by community members; <i>"The village hopes to have a trash haul system and possibly a landfill manager to maintain landfill and make sure waste is disposed of properly and recycle."</i></p>	<p>Each of these activities qualifies as a solid waste implementation activity and is allowable under the new GAP regulations</p>
<p>Removal/Recycling of Used Tires</p>	<p>Cleanup of tires located throughout the community, hauling to a recycling center, and assisting, planning, and conducting a bi-annual tire reduction event is implementation and is allowable under Part 35.</p>

Site that is fenced for solid waste , with a recycling storage unit and program to handle toxic and hazardous wastes	This activity is allowable under the new GAP regulations since it is the development and implementation of solid/hazardous waste management. Again, this activity should not duplicate other funding source work (OW & C), and should not be a Superfund funding activity in the types of wastes that are disposed (again duplication or appropriations restrictions).
Removal of Automobiles/Metals	Eliminate/discard/recycle of abandoned vehicles is considered implementation because the Tribe is collecting and recycling metal waste
Operations and Maintenance	Generally speaking, AIEO national policy direction has not been set on whether IGAP is to be utilized as a primary tool for operations and maintenance activities. However, this is an emerging area of need for Tribes, as there is virtually no other funding source to support it. IGAP has approved activities such as fencing off well areas as part of maintaining protection of drinking water, fencing and sign posting for dumps, and funding a position for recycling operator (“capacity-first” rule for approval).
Barrel Clean Up and Removal of Debris	Capacity-first rule applies for approval.

<p>Tank Recycling and Burn Box Work to Fulfill Community SW Needs</p>	<p>Capacity-first rule applies, which may mean development of an ADEC-approved Integrated Solid Waste management Plan or other deliverables that denote a tribes' capacity in this area. Also required may be ADEC one-time burial permit (Nikolski example).</p> <p>Potential focus Tribes, as described by AVEC: Selawick, Tooksook Bay, Togiak, New Stuyahok, Nunapitchuk, Savoonga</p>
<p>Addressing Energy Crisis</p>	<p>POWERSTAT/AVEC research, education and community planning programs. National approval received for this activity. St. George, Chignik Lake, and Huslia are examples of Tribes with such projects.</p>
<p>Alternative Energies Strategies</p>	<p>Wind and solar power projects are allowable <u>only if</u> used to build a Tribes' capacity to develop a program in that area, or to support a GAP allowable activity such as water quality monitoring in an area with no other source of power (Sand Point/Sanak project). Also, attending Alternative energies conferences to build a Tribes' capacity to understand and develop such a program and to educate others in the effort to change behavior is allowable.</p>